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September 17, 1985

To: Land Use Committee

Subject: Railway Lands Part II Plan and Zoning By-law: Actions of Council at its meeting of August 16 and 17, 1985.

Origin: Commissioner of Planning and Development
(c711uc85533:81)

Comments:

1. Background and Purpose of This Report

At its meeting of August 16 and 17, City Council had before it Clause No. 1 of Land Use Committee Report No. 19, respecting a Part II Official Plan and Zoning By-law for the Railway Lands. The material incorporated in this clause included the following Planning and Development reports:

- Railway Lands Development and Future Modal Split (July 4, 1985);
- Final Report on the Railway Lands Part II Official Plan and Zoning By-law (July 8, 1985);
- Supplementary Report on Railway Lands Part II Plan (July 22, 1985);
- Railway Lands Part II: Railway Response to Council's Request for Report on Dangerous Commodities (July 29, 1985);
- Railway Lands Part II: Report on Motions Adopted by Council at its Meeting of June 17 and 21 (July 31, 1985);
- Memorandum of Conditions for Railway Lands (July 31, 1985);
- Railway Lands Part II Plan (August 14, 1985);

as well as a report from the City Solicitor, a report from the Commissioner of Housing and submissions from the public regarding the draft Part II Official Plan and Zoning By-law contained in the July 8th Final Report.

This clause had been forwarded to Council by the Land Use Committee without recommendation following the Committee's statutory, public meeting on August 8, 14 and 15 on the Railway Lands draft Part II Plan and Zoning By-law. Following

Land Use Committee

September 17, 1985

consideration of this material, Council took the actions set out in Appendix 1 to this report.

Actions Nos. 1 to 8 and 10 to 14 were dealt with in the by-laws for the Railway Lands adopted by Council at the August 16th and 17th meeting, and actions Nos. 15(1) and 15(2) do not require reports.

Actions Nos. 16 and 17(i), relating to the Belt Line, were dealt with in my report of September 5, 1985, entitled Comments on the condition outlined by the letter of August 15, 1985, from CN to the Chairman of the Land Use Committee regarding the Belt Line.

Actions Nos. 9, 21(B)(a), 21(B)(b), 21(C)(a), 21(C)(b), and 22 are related to the Memorandum of Conditions for the Railway Lands, and are dealt with in a separate report.

The remaining actions are dealt with in this report.

2. Public Participation Process for Removal of the "h"

Motion No. 17(ii) requested that I "report to the Land Use Committee, when the objections to the Official Plan and Zoning By-laws are reported to that Committee, on a detailed process of public participation in the hearings to be held where the removal of an "h" provision is sought."

The Holding Symbol applied to precincts in the Railway Lands by By-law No. 612-85 may be removed by Council's enactment of an amending by-law to remove the "h", in accordance with the provisions of Section 35 of the Planning Act.

As set out in Section 11 of The Railway Lands Part II Plan (By-law No. 610-85), the Holding Symbol is to be removed on a precinct by precinct basis following Council's receipt and consideration of a satisfactory application which must include:

- (a) a Precinct Plan, as defined in Section 11.6 of the Part II;
- (b) a Precinct Agreement, as defined in Section 11.6 of the Part II;
- (c) an Environmental Report, as defined in Section 9.1 of the Part II;
- (d) an Environmental Agreement, as defined in Section 9.2 of the Part II; and
- (e) a Concept Plan, as defined in Sections 11.8 (a) to (c) of the Part II.

Land Use Committee

September 17, 1985

Section 11.10 of the Part II requires that, upon its receipt, such an application "be circulated for review and comment to the City, Metropolitan, Provincial, and Federal officials and the officials of any commissions, authorities, corporations, or other bodies, involved in the development or servicing of the area affected by the application." Section 11.10 also requires that the application be the subject of a public meeting of the City's Land Use Committee (or any successor to that Committee) prior to Council's consideration of a by-law to remove the Holding Symbol.

Section 11.11 requires that, prior to Council's enacting of a by-law removing the Holding Symbol, it must have received and given due consideration to:

- (a) a Precinct Plan which is reasonable and in accordance with the policies and provisions of this Plan;
- (b) a form of Precinct Agreement which is sufficient to secure the provision to or for the City of the matters set out in a Precinct Plan;
- (c) an Environmental Report which satisfies the requirements of Section 9 of the Plan respecting the area which is the subject of the application;
- (d) a form of Environmental Agreement which is sufficient to secure the safeguards and measures set out in Environmental Report and which satisfies the requirements of Section 9 of the Plan; and
- (e) a Concept Plan prepared in accordance with Sections 11.8(a), (b) and (c) of the Plan which is consistent with the relevant provisions of Section 3.5 of the Plan.

In addition, in accordance with Section 11.11, the Precinct and Environmental Agreement must have been executed by the applicant prior to the enactment of the by-law removing the Holding Symbol from the precinct.

In addition to the Part II requirements, Regulation 403/83 of the Planning Act sets out requirements for notification of Council's intent to pass a by-law to remove the Holding Symbol. A copy of this regulation is included in Appendix 2 to this report.

I would recommend that the "hearings", or Section 11.10 public meetings, referred to in Council's request fit into the context of the Part II and Planning Act requirements as follows:

- (a) Application submitted in accordance with Section 11.9 of the Part II.

Land Use Committee

September 17, 1985

- (b) Preliminary report on the application submitted to the Land Use Committee, noting my concerns or requirements and recommending that the application, revised as necessary, be circulated in accordance with Section 11.10 of the Part II.
- (c) Circulation of the application in accordance with Section 11.10.
- (d) Once comments are received, I would report on the application including the appropriate recommendation respecting the enactment of a by-law to remove the "h", but that prior to the enactment of any by-law a public meeting be held on the application.
- (e) Notice given in accordance with Regulation 403/83, including notice of the public meeting of the Land Use Committee.
- (f) Land Use Committee holds public meeting, hears deputations, and, if satisfied that requirements of Section 11.11 of the Part II Plan have been met, recommends that Council enact a by-law removing the Holding Symbol from the precinct which is the subject of the application.

3. Maximization of Family Housing

Motion No. 18(i) requested that I report in consultation with the Commissioner of Housing "on mechanisms which would ensure that the provision of family-oriented housing will be maximized within the westerly portion of the Railway Lands".

Section 4 of the Part II Plan contains Council's objectives with respect to the provision of housing in the Railway Lands. In particular, Section 4.3 of the Part II Plan states that it is the objective of Council to provide 25% of the housing units in the Bathurst-Spadina Neighbourhood as housing suitable for families with children and that at least 50% of those units be provided on the lands to be conveyed to the City for housing purposes.

The Part II Plan adopted by Council for the Railway Lands permits a maximum non-residential density of 0.75 times the area of the lot and a residential density of 350 units per hectare provided that the combination of both does not exceed the mixing formula constant of 4 times the area of the lot.

I have undertaken preliminary studies in consultation with the Commissioner of Housing to determine whether or not the densities approved for the Bathurst-Spadina Neighbourhood will enable Council to secure the amount of housing suitable for families with children intended to be provided by the Official Plan. Assuming that the development of all lots within the Neighbourhood are

Land Use Committee

September 17, 1985

developed to their maximum non-residential potential I have estimated that approximately 20% of the units could meet the City's criteria for housing suitable for families with children (ie; grade related dwelling units containing two or more bedrooms, having at least one direct, non-mechanical means of access to grade).

The reduction of the non-residential density on certain of the lots in the Bathurst-Spadina Neighbourhood, particularly those in the area fronting the Housey Street extension could increase the potential for providing housing suitable for families with children. Given the function of the Housey Street extension, being a local road, it would not be unreasonable to assume that not all lots will be developed to the maximum non-residential density permitted by the Zoning By-law.

Section 11.8(a) and (b) of the Part II Plan requires that a Concept Plan shall be submitted in conjunction with an application to remove the Holding Symbol from a precinct. The Concept Plan is intended to assist Council in evaluating the conformity of a precinct plan with the relevant provisions of the Part II Plan. The Concept Plans for the Bathurst-Spadina Neighbourhood will have to demonstrate compliance with the provisions of the Part II Plan, including the requirement for housing suitable for families with children contained in Section 4.3.

4. Simcoe Street Jog

Motion No. 18(ii) requested that I report, in consultation with the Commissioner of Housing, on the request from Harbourfront for the realignment of the proposed Simcoe Street extension so as to avoid a jog with the existing Simcoe Street in Harbourfront at Queens Quay.

The alignment of the extension of Simcoe Street south to Lake Shore Boulevard and then to Queens Quay is dependent on several factors. The physical spacing of columns in the Gardiner Expressway, the headroom under the ramp structures, the layout of the proposed Simcoe off-ramp link to Queens Quay and the land parcel size required in the Railway Lands to allow the development of the maximum number of housing units by the Commissioner of Housing.

There are two bays under the Gardiner Expressway where the column arrangements and headroom allow for the new north/south road. The present alignment for Simcoe Street extension utilizes the western "window" which has a higher headroom and a wider bay but requires Simcoe Street to jog to the west. Although this alignment reduces the direct visual north/south link, it does provide a wider land parcel for housing.

Land Use Committee

September 17, 1985

South of Lake Shore Boulevard, Simcoe Street will have an alignment well to the west because of traffic considerations arising from the incorporation of the proposed Simcoe Street off-ramp from the Gardiner. Harbourfront's concern is thus narrowed to urban design considerations as to whether the east or west window is chosen. I am satisfied that the present alignment proposed using the western window will allow an adequate urban design scheme for Harbourfront which for this section does not yet have a sub-area plan.

In relation to the land parcel dimensions in the Railway Lands, the Commissioner of Housing has indicated that the realignment of Simcoe Street to the east window will reduce the area of Block A, the assisted housing site in the South Downtown High Density Mixed Commercial-Residential Area and, therefore, the amount of housing. I have estimated that the site would be reduced by up to one-half an acre, and approximately 120 units of housing could be lost. While the park area would be increased, we feel it desirable to ensure that Block A has the most advantageous proportions to maximize housing. It appears that, given the likely configuration of Simcoe Street south of Lake Shore Boulevard, the jog alignment of Simcoe in the Railway Lands should be maintained.

5. Supportive Housing Coalition Communication

Motion Nos. 19 and 21 (a) requested that I report in consultation with the Medical Officer of Health on the recommendations contained in the communication from the Supportive Housing Coalition. A copy of the submission from the Supportive Housing Coalition is contained in Appendix 3 to this report and a copy of the letter from the Medical Officer of Health is contained in Appendix 4.

5.1 Motion 19 requested that I report in consultation with the Medical Officer of Health on the following motion of the Supportive Housing Coalition:

"That the appropriate officials be requested to report on means of including targets for housing for special needs groups in the overall housing goals for the railway lands".

The provision of housing for special needs groups within the Railway Lands is an objective of Council as stated in Section 4 of the Part II Plan. The general policies of Council for each of the Land Use Districts (Section 10) permits Council to pass by-laws for buildings containing Special Housing up to densities of 1000 units per hectare. The introduction of specific targets for special housing in the Part II Plan is not recommended. While I am supportive of the provision of housing to meet the needs of

Land Use Committee

September 17, 1985

special groups I am not recommending inserting targets in the Plan to achieve this objective. I would recommend that the provision of housing for special needs groups be referred to the Bathurst-Spadina Neighbourhood Working Group.

Section 8 of this report discusses the motion that I be requested to report on the creation of a Working Group for the Bathurst-Spadina Neighbourhood. I believe that this Working Group would be the most appropriate mechanism for addressing the housing needs of special groups. The timing of the development of the Bathurst-Spadina Neighbourhood is contingent upon a number of factors over which the City does not have total control. We are also unable to predict which housing programmes may be available at the time of development of the Neighbourhood. I would recommend that the Working Group contain a representative of the Supportive Housing Coalition or a similar interest group to provide the Working Group with expertise in the area of special housing rather than establishing specific targets in the Part II Plan.

5.2 Motion 21(a) requested that I report in consultation with the Medical Officer of Health on the following motions of the Supportive Housing Coalition:

"That the required distance between residential care facilities in the Railway Lands be reduced to one hundred metres.

That the residential care facilities be permitted in semi-detached and multiple unit buildings in the Railway Lands.

That a statement be included in the Official Plan committing the city to the development within the Railway Lands of housing for a broad range of people with special needs."

The policies of City Council respecting residential care facilities are applicable to all areas of the City where residential uses are permitted. The acceptance of the policies respecting residential care facilities by residents of the City is based in large part on the fact that all areas of the City are treated equally. The motions of the Supportive Housing Coalition request that the Railway Lands be treated differently from other areas of the City. I am of the opinion that to introduce special conditions for the establishment of residential care facilities in the Railway Lands in the absence of a general review applicable to the entire City would be detrimental to the overall policy that has to date worked successfully.

Land Use Committee

September 17, 1985

The nature of the housing types to be provided in the Railway Lands within the density limits adopted by Council could result in a medium density residential neighbourhood. The Zoning By-law for the Railway Lands permits multiple attached dwelling units and apartment developments. The goals of Council's residential care facility policy is to provide for a community living experience. Until such time as detailed plans for the development of housing blocks within the Railway Lands have been prepared it is premature to consider exemption from the City's general policy and such exemptions should only be considered in the context of a general review.

The request of the Supportive Housing Coalition to insert a statement in the Part II Plan respecting the provision of housing for a broad range of people with special housing needs is in my view already provided in the Part II Plan adopted by Council. Section 4.1(a) of the Plan indicates that it is the objective of Council that a "substantial amount of housing available to a wide range of households, ages and incomes in a variety of housing types and forms be developed in the Railway Lands". I believe that no further action is required with respect to this matter.

6. Communication from Allan Herbert

Motion No. 20(i) requested that I report "on the status of the outstanding reports listed in the communication (August 8, 1985) from Mr. Allan Herbert." A copy of the communication referred to in Motion No. 20(i) is contained in Appendix 5 to this report.

The communication from Mr. Herbert indicates that the following reports are still outstanding:

- (a) current cordon counts;
- (b) commitment from CN/CP that they will not support additional expressways;
- (c) transport implications of the dome;
- (d) creation of a task force concerning the Gardiner Expressway;
- (e) regional transportation requirements;
- (f) employment projections;
- (g) width of the rail corridor;
- (h) timing of the high-line relocation;
- (i) Metro road financing;

Land Use Committee

September 17, 1985

- (j) itemised estimates of infra-structure costs;
- (k) public housing allocations;
- (l) overall levels of housing; and
- (m) design of the Bathurst-Spadina Neighbourhood.

6.1 Cordon Counts

Final and complete data from the Metro bi-annual cordon count program are not yet available. However, some preliminary 1985 data for the Railway Cordon are available. In the past, in reporting on the Railway Lands, City Planning staff have referred to the Central Area cordon but the results for the slightly larger area encompassed by the Railway Cordon normally reflect similar trends.

The preliminary Railway Cordon data for 1985 indicate a general continuation over the 1983-5 period of the trends already reported upon for the 1981-3 period. That is to say, the total number of inbound (to the Central Area) person trips in the a.m. two hour peak period has continued to decline slightly over the 1983-85 period, with most of that decline experienced on the TTC. Auto trips decreased slightly (less than 1%) and Go-Transit ridership increased quite significantly in relative terms (10%). The net result for the 1983-85 period is that the percentage of a.m. peak trips by auto again increased slightly (from 36.4% of the total in 1983 to 37.8% in 1985), though declining in absolute terms in relation to the 1983 and 1981 counts. These figures are shown in Table 1 below.

Table 1: Person Trips Entering Railway Cordon

<u>Year</u>	<u>A.M. Peak Period 7:00-9:00 Inbound</u>				
		Total Persons	Private Auto	TTC	Go-Train
1975		215,695	87,958	118,779	8,958
	%		(40.7%)	(55.1%)	(4.2%)
	of total				
1977		227,551	90,628	125,116	11,807
	%		(39.8%)	(55.0%)	(5.2%)
	of total				
1979		233,674	95,898	122,330	15,446
	%		(41.0%)	(52.4%)	(6.6%)
	of total				
1981		257,195	89,275	148,479	19,441
	%		(34.7%)	(57.7%)	(7.6%)
	of total				
1983		251,817	91,553	139,709	20,555
	%		(36.4%)	(55.5%)	(8.1%)
	of total				
1985*		240,518	90,865	127,043	22,610
	%		(37.8%)	(52.8%)	(9.4%)
	of total				

* Preliminary data

It should be noted that over the 1981-5 period there was little growth in Central Area office employment. The effects of the recessionary period (1981-4) can be seen in the high vacancy rates (currently around 10%) for Downtown office space. As noted in the City's "Office Monitor" 85 report the current slowdown in office construction, coupled with moderate demand for additional space, should bring about a future reduction in Central Core vacancy rates.

6.2 Expressways

Item 2 referred to above in the communication from Mr. Herbert relates to the commitment from the Railway Companies that they would not seek or support additional expressways. City Council at its meeting held on August 16 and 17, 1985 amended the Part II Plan to insert a new Section 8.2.11 respecting construction of expressways:

"For greater assurance it is the policy of Council that, notwithstanding Section 7.7 of Part I of the Official Plan to construct expressways to serve commercial and

Land Use Committee

September 17, 1985

industrial development in the city, there be no construction of the Spadina Expressway, the 400 Extension or any other expressways to serve development in the Central Area".

In addition, Motion No. 15 of Council adopted at the August 16 and 17 meeting provided that the Part II Plan not be forwarded to the Minister of Housing until such time as City Council has received a communication from the Railways respecting expressways. Such a communication has not been received to date. On the basis of the foregoing, I am of the opinion that no further action on request No. 2 of Mr. Herbert is required.

6.3 Transport Implications of the Dome

Item 3 referred to above in the communication from Mr. Herbert relates to the transportation impacts of the Dome Stadium. Comments on the transportation implications of the Dome Stadium were presented in my August, 1985 report entitled "Railway Lands Part II: Report on the Motions Adopted by Council" (p.p. 17-31) which was published subsequent to the July, 1985 "Final Report" upon which Mr. Herbert's comments are based.

As noted in the August, 1985 report more detailed comments on the transportation impacts and requirements of the Dome Stadium will be forthcoming at the time the application for a site-plan by-law for the Stadium Precinct is reported upon. The review of the application will include the comments of the City's Commissioner of Public Works and the Metro Commissioner of Planning.

In the absence of a detailed application from CN Real Estate it is not possible to comment further upon the "multi-purpose" nature of the Dome Stadium at this stage. When more details of the non-sporting uses to which the Stadium might be put are known, further traffic analysis may be required to ensure the availability of adequate transit, road and parking requirements.

Since the production of the August, 1985 report, City Planning staff have investigated the traffic impacts associated with the opening of the Metrodome Stadium in Minneapolis. This stadium was built in a downtown location with no on-site parking and is, in many ways, comparable to the stadium proposal for Toronto. All indications are that the strategy of using shared off-site parking for stadium uses has generally proved successful and that traffic problems have not proved as serious as some had predicted. Though recognizing the dangers in drawing simplified comparisons between the traffic operations of two different Cities, the Minneapolis experience appears to offer some degree of assurance that a downtown stadium can be satisfactorily accommodated within the existing City fabric.

Land Use Committee

September 17, 1985

6.4 Gardiner Expressway Task Force

Item 4 in the list of outstanding reports mentioned by Mr. Herbert included the request to report on the creation of a task force concerning the Gardiner Expressway. This request originated at the City Council meeting of June 17 and 21, when a motion was adopted requesting my Department to report on:

"the desirability of establishing a task force to consider alternatives to reduce the barrier effect of the Gardiner Expressway, and in the potential composition and terms of reference of such a task force."

6.4.1 Background to the Request

The section of the elevated Gardiner Expressway structure between Bathurst Street and Yonge Street has been seen as one of the major barriers that separate the downtown from the waterfront. It is both a psychological and physical barrier. The Gardiner Expressway limits the number of north/south connections that can be made between Front Street and Queens Quay West. Lake Shore Boulevard West, although at-grade, is also an integral part of this barrier effect, with its six lanes of traffic and turning movements at intersections providing a particular problem for pedestrians.

However, while the north-south barrier effect is obvious, the Gardiner/Lakeshore corridor is the major road arterial serving the Central Area and carries the heaviest flows of any of the major roads in Metro with the exception of Highway 401. To replace this corridor with an underground road facility would be extremely expensive, perhaps costing as much as three quarters of a billion dollars.

In the course of hearing deputations in relation to the Railway Lands, several schemes and ideas were presented for either rerouting the Gardiner and/or burying it. Other imaginative ideas have recently been published including proposals to retain the Gardiner Expressway structure but build around it, embellish the corridor's appearance, and reroute Lake Shore Boulevard from underneath the Expressway.

I have previously commented, in general terms, on the possibility of replacing the present Gardiner Expressway structure in my report of March 18, 1985, entitled Railway Lands Part II Plan: Proposals. In Section 4.3 of that report some preliminary work undertaken by staff was briefly described. The conclusion from this work was that changes to the Gardiner to reduce its barrier effects could be made, but the preference was to retain the Gardiner in its present alignment. The proposed redevelopment of

Land Use Committee

September 17, 1985

the Railway Lands does not preclude making such changes to the Gardiner Expressway provided they are contained within the existing right-of-way. Subsequent study has confirmed the desirability of maintaining the present alignment.

If this constraint requiring the maintenance of the existing alignment can be accepted as part of the terms of reference, then I would endorse the suggestion of establishing a task force to review the Gardiner Expressway and to assess schemes to reduce its barrier effect.

6.4.2 Context for a Task Force

The design, maintenance and operation of the Gardiner Expressway and Lake Shore Boulevard are the responsibility of the Metropolitan Commissioner of Roads and Traffic. Any schemes that might be developed by a task force established by the City would have to be forwarded to Metro for evaluation. However, the Gardiner/Lakeshore corridor has major land use impacts which the City has to take into consideration in preparing development plans for the Railway Lands, Harbourfront and the Central Waterfront areas. The corridor impacts on north/south movement patterns, on the form and massing of development proposals and on open space/pedestrian circulation plans.

The barrier effects of the Gardiner/Lakeshore corridor have already been carefully studied in the context of identifying new north/south road connections through the Railway Lands (such as the Simcoe and Portland Street extensions), and new pedestrian crossings across Lake Shore Boulevard. In effect, the City has had to incorporate the Gardiner Expressway into its plans and, in so doing, has already proposed to Metro modifications to the existing ramp system.

Consequently, the City has legitimate concerns regarding the design and functioning of Metro arterial roads, especially the Gardiner/Lake Shore complex.

The air and noise pollution and visual problems associated with the elevated Gardiner Expressway present particular design challenges when planning new developments in the surrounding area and it is appropriate, in this context, to take a wider review of the expressway itself. Clearly, urban design, development and local access concerns should be brought into the discussion of the future of the elevated expressway. In conducting this evaluation, the task force will need to maintain a close liason with Metro staff to ensure that the regional traffic concerns which are Metro's primary responsibility are adequately taken into account.

Land Use Committee

September 17, 1985

6.4.3 Membership of The Proposed Task Force

The task force should be established by City Council and report to the appropriate committees of Council. Although it would be independent to pursue its mandate of review, the task force should be chaired by an alderman with one or two other alderman included in its membership.

Direct staff membership on the task force would be preferable to an advisory role. Given the technical complexities that will need to be addressed, I would suggest two representatives from my Department and a further representative from the Department of Public Works be included in the task force.

The adjacent major land owners that would be affected by improvements should have representation on the task force and should include the Railway Companies, Harbourfront and the Toronto Harbour Commissioners. Local resident groups should be encouraged to participate and membership of the task force should include representatives from the St. Lawrence neighbourhood, Harbourfront, Harbour Square, and the Bathurst/Spadina resident groups. A further agency that has shown a continued interest in the Gardiner Expressway issue is the Downtown Business Council and a representative of this organization should be invited to join the task force.

In addition to actual membership, there is the important need for on-going liaison and consultation with other outside agencies - most obviously Metro Planning, Metro Roads and Traffic and the Ministry of Transportation and Communications. Such liaison is probably best established by identifying key personnel in these outside agencies who would be prepared to consult with the task force on a permanent, on-going basis.

Finally, other qualified persons that have brought forward ideas and schemes within their professional capacity should be invited to sit in on the task force deliberations.

The membership of the task force under this proposal would be close to twelve members, with a further six to eight people sitting in a liaison/advisory role.

6.4.4 Terms of Reference

I would strongly recommend that the task force restrict its review to those proposals which deal with the Gardiner Expressway either on, or alongside, its present alignment. However, within this constraint, a broad mandate should be defined to ensure that as wide as possible a range of solutions and ideas are taken into consideration.

Land Use Committee

September 17, 1985

The group would collate various schemes as well as generate its own plans. The approach should be structured to relate to different scales of proposed improvements. The lowest scale of improvement might relate to a minimal level of expenditure directed at such changes as improvements to the structural surfaces of the Gardiner and painting/art work, which would be of a largely cosmetic nature. These first order improvements might also enhance pedestrian amenities, including proposals for such items as grade-separated crossings.

The next level of investigation could imply greater expenditures involving substantial structural changes such as alterations to the ramp system, particularly the removal of the present York Street off-ramp. Such structural changes would seek to reduce the barrier effect of the ramps, as well as extend the options for vehicular and pedestrian routes into the Railway Lands and Central Area.

At a still larger scale would be the consideration of schemes for the eventual removal of the Gardiner Expressway and its replacement by either an underground section or a widened and upgraded Lake Shore Boulevard.

These three levels or scales of changes to the Gardiner/Lakeshore corridor provide a general framework for structuring the work program of the task force. The terms of reference for the task force should include the following study items:

(a) Definition of the "area of study".

(b) A review of the existing situation:

- The problems, costs and effectiveness of the existing maintenance program;
- the estimation of the present life of the structure;
- the assessment of present traffic and pedestrian operation of the Gardiner/Lake Shore corridor; and
- the identification of the major movements that can be expected to increase in the future, and the scale of such increases.

(c) A review of similar situations in other cities, including Boston, San Francisco and New York.

(d) An assessment of how traffic could be rerouted and an adequate level of road service maintained to and through the Central Area if major reconstruction were undertaken.

Land Use Committee

September 17, 1985

- (e) A collation of present proposals that have been suggested to date.
- (f) Development of the major design parameters within which to develop new proposals. The design criteria would cover such aspects as pedestrian crossings, adjacent developments, views, urban design requirements, and vehicular movements that must be accommodated. The relative priority of these various criteria would also need to be established.
- (g) Development of schemes/options at various levels of expenditure and complexity.

6.4.5 Method of Work of Task Force.

Due to the complexity and scale of the Gardiner/Lakeshore expressway system, I feel the Task Force would need to obtain specialist consultant advice and services from time to time. Such studies by outside consultants would be directed by the task force and provide technical input into the task force deliberations.

As an example, it may be deemed appropriate to undertake an initial study to assess the present structural soundness of the Gardiner and the effectiveness of the on-going maintenance program.

In terms of the duration of the work, the task force could be expected to meet on a monthly basis over a possible two year period. As I have mentioned previously, the development of the Railway Lands can proceed independently of any eventual reconstruction of the Gardiner.

I would recommend that if the task force is constituted, a sum of \$15,000 be set aside initially to finance outside consultant studies and other study expenses. In the initial six months, the task force should complete its evaluation of the life expectation and maintenance costs of the present Gardiner Expressway. At that time, the task force should report on its progress and the expected direction of future studies and, if appropriate, seek Council's approval for a continuation of its work.

6.5 Regional Transportation Requirements

The question of regional transportation requirements was addressed in both my September, 1983 report Railway Lands Part II: Development Concept (p. 71 through 77) and a joint October, 1983 report written with the Commissioner of Public Works Response to Metro/TTC Central Waterfront Transportation Study. Both these reports analyzed the Railway Lands development proposal in the context of overall growth in the Central Area.

Land Use Committee

September 17, 1985

These reports concluded that, in the long-run, improvements to the regional transportation system would be required to adequately service future growth in the Central Area, including the Railway Lands. The principal options identified for these long-term improvements are the Front Street Extension, the widening of the Gardiner Expressway by one lane in each direction between approximately Strachan Avenue and the Humber River, the addition of Downtown rapid transit capacity, such as the proposed "Relief Line", and continued incremental expansion of the GO-rail system. All these proposals are currently being studied by Metro, TTC and Provincial officials and are considered by Metro officials to be affordable in the long-term if the province maintains its present funding levels of road and transit facilities.

As noted in my July, 1985 Final Report, the 1985 studies of future, long-term Central Area transportation requirements were based upon certain assumptions regarding future rates of employment growth, trip distribution and modal split. These assumptions will be subject to continued review and current predictions of future long-term transportation needs could be modified in light of such new knowledge. The City Planning Department is currently involved in the second quinquennial review of the Central Area Plan and the relationships between office floor space development, employment growth and the level of peak-period commuting are undergoing particularly close scrutiny. Also, Metro and City staff are currently involved in discussions to develop a joint annual monitoring system of development/transportation relationships in the Central Area.

6.6 Employment Projections

Currently, there are no further results to report on Central Area employment projections beyond the observations contained in my July, 1985 Final Report (p. 9 through 11). As noted above, City Planning staff are currently undertaking a review of employment growth estimates as a part of the second quinquennial review of the Central Area Plan which should be completed in early 1986. Obviously, the rate of future employment growth will be a critical factor in determining the timing and extent of Central Area transportation improvements. Also, as noted earlier, City and Metro staff are working together to develop a joint annual monitoring system of Central Area land use/transportation relationships.

6.7 Width of Rail Corridor

Item 7 in the communication for Mr. Herbert referred to above, mentioned that the width of the rail corridor is an outstanding issue which remained to be reported on. In my July 8, 1985 Final

Land Use Committee

September 17, 1985

-- Report on the Railway Lands Part II, I discussed the matter of the Rail Corridor width in Section 4.1.1.

Results from the joint study by GO Transit and VIA Rail have not yet been formally released, and I am still not in a position to address this issue definitively. As I have indicated, relatively modest changes to the width of the corridor can be handled within the Part II Plan. The indications at present are that the only part of the rail corridor that may require widening is at Union Station, and, if required, such a widening would be of such a minor nature that it would not necessitate a change to the Part II Plan.

6.8 Relocation of High-Line

Item 8 in the communication from Mr. Herbert referred to above relates to the timing of the relocation of the High-Line. The timing of the relocation of the High-Line is discussed in Section 2.3 of the Memorandum of Conditions. Section 2.3(a) of the Memorandum of Conditions indicates the intended timing schedule for the relocation of the High-Line as being by June 1, 1988. Motion No. 9 adopted by City Council on August 16 and 17, 1985 respecting the Memorandum of Conditions requires that, prior to forwarding the Part II Plan to the Minister of Housing and the Zoning By-law to the Ontario Municipal Board that CN and Marathon submit letters to me indicating their support of the Memorandum of Conditions. Given that the timing of the relocation of the High Line is a matter contained in the Memorandum of Conditions, the matter referred to in Mr. Herbert's communication has been adequately dealt with.

6.9 Metro Road Financing

Item 9 referred to in the communication of Mr. Herbert relates to the financing of Metro Road improvements in the development of the Railway Lands. As I indicated in my Final Report, the transportation improvements related to the Metropolitan transportation system have been deemed to be affordable by the Metropolitan Corporation staff if appropriately staged, and if the Province maintains its current cost sharing arrangements with Metro. It should also be noted that the Council of the Municipality of Metropolitan Toronto would have to approve the expenditure of funds for these improvements including any agreements between the Railway Companies and the Corporation for cost sharing of their construction.

Section 11.14 of the Part II Plan requires that a submission for the development of any precinct be circulated to Metro for review. This will provide the opportunity for Metro and the companies to reach agreement on required improvements to Metropolitan

Land Use Committee

September 17, 1985

facilities prior to City Council approving any development of the precinct

6.10 Infra-structure

Item 10 in the communication of Mr. Herbert relates to the costs of providing infra-structure for the Railway Lands development. As I indicated in my report of July 31, 1985 entitled Railway Lands Part II: Memorandum of Conditions the intent of the Memorandum of Conditions is to describe the cost sharing obligations of each party as they relate to the provision of infrastructure and parks improvements. The Memorandum describes, in general terms, the items that will be contained in subsequent submissions for a precinct plan including necessary legal agreements. Schedules A and B to the Memorandum of Conditions, which is included for information purposes as Appendix A to the Part II Plan, describe the cost sharing arrangements among the parties and the preliminary estimates of the costs of certain items of infrastructure. More detailed costs will be submitted and agreements for cost sharing will be reported to Council in connection with the future submissions of a precinct plan.

6.11 Public Housing Allocations

Item 11 in Mr. Herbert's letter relates to the allocation of public housing. The conveyance of certain lands to the City for the development of housing is described in my accompanying report dated September 11, 1985 entitled Railway Lands Part II: Memorandum of Conditions.

With respect to the matter of the amount of assisted housing development potential in the Railway Lands, I would advise that the 25% assisted housing bonus is available to all areas of the Railway Lands where housing is permitted.

I am unable at this time to provide the actual number of assisted housing units that could be provided in the Railway Lands until the developers and the Commissioner of Housing have reached agreement on what sites the City is to acquire for the provision of housing. Section 4.4 of the Part II Plan requires the conveyance to the City of 5.5 hectares (13.6 acres) for housing purposes. Based on available information I anticipate that up to 2100 units of assisted housing exclusive of any assisted housing bonus could be developed on lands to be conveyed to the City.

6.12 Overall Levels of Housing

Item 12 in the communication of Mr. Herbert relates to the overall levels of housing that could be developed in the Railway Lands. I have calculated that the Part II Plan and Zoning By-law for the

Land Use Committee

September 17, 1985

Railway Lands could result in the maximum development of approximately 9,100 dwelling units in total. This calculation has been based on two basic premises as follows:

- (a) that the maximum non-residential density entitlement will be utilized; and
- (b) that all areas where residential density entitlement exists will develop housing.

6.13 Design of the Bathurst-Spadina Neighbourhood

Item 13 in Mr. Herbert's communication relates to the design of the Bathurst-Spadina Neighbourhood. The Part II Plan as adopted by City Council on August 16 and 17, 1985 establishes a general pattern of streets and blocks within which development is to be accommodated. With respect to the question of design of the Bathurst-Spadina Neighbourhood two additional processes are to be followed prior to development occurring. First, in order to remove the Holding Symbol from any precinct Council is to consider a concept plan for the precinct which includes the following elements:

- setback and/or build-to lines;
- built form envelopes, demonstrating how the development potential permitted on each block is to be generally distributed on the block;
- the location and character of private open spaces;
- the location of any arcades, canopies and other weather-protected routes;
- the general location of parking facilities and service access areas;
- the general locations of principal pedestrian entrances;
- public pedestrian routes;
- the general location of public street related uses; and
- the manner in which linkages to adjacent precincts could be accomplished and treated.

As discussed in Section 8 of this report I am of the opinion that the development of the Bathurst-Spadina Neighbourhood could be dealt with by a Working Group. The preparation of a Concept Plan

Land Use Committee

September 17, 1985

should probably be left to such a group and undertaken at a time close to the date of development of the Neighbourhood.

Secondly, certain design aspects of the Bathurst-Spadina Neighbourhood are best left to Council to consider in conjunction with an application for Development Review submitted pursuant to Section 40 of the Planning Act when specific building details are known.

7. Review of Communications and Deputations

Motion 20(ii) requested that I report "on all matters raised in communications and deputations which have not been addressed in previous reports, including but not limited to the matters raised by the Toronto Board of Education; and that this report include recommendations for modification to the By-laws or Memorandum of Conditions as may be necessary." I have reviewed all of the submissions made to the Land Use Committee at its meetings of August 8, 15 and 15 and would advise that they could be categorized as follows:

- (a) non-residential density;
- (b) amount of housing;
- (c) transportation implications; and
- (d) site planning details.

7.1 Non-Residential Density

A number of the submissions to your Committee commented on the amount of non-residential density ultimately permitted by the Part II Plan and Zoning By-law. City Council at its meeting of August 16 and 17, 1985 adopted Motion No. 3 as follows:

"Instructed that a total of 350,000 square feet of non-residential density on Blocks B and D of the Spadina Sub-Centre High Density Mixed Commercial-Residential Area and a total of 350,000 square feet of the non-residential density on Block C of the South Downtown High Density Mixed Commercial-Residential Area be converted to housing. The total conversion from non-residential to housing shall be 700,000 square feet or approximately 700 housing units."

The reduction in non-residential density adopted by City Council utilized the framework for conversion contained in my July 31, 1985 report, although the specific blocks approved by Council were not the same as those which I had recommended to Council. I

Land Use Committee

September 17, 1985

continue to be of the opinion that the amount of non-residential density permitted by the Part II Plan and Zoning By-law can be satisfactorily accommodated within the Railway Lands.

7.2 Amount of Housing

A number of the submissions to your Committee commented on the need to provide more housing in the overall development of the Railway Lands. I have estimated that a maximum of approximately 9,100 housing units could be developed in the Railway Lands, assuming that the non-residential density entitlement is used to the fullest. The maximum number of housing units that could be produced would increase if, at the time of development:

- (a) non-residential density is converted to residential density; and/or
- (b) the developer takes advantage of the 25 percent bonus available for providing assisted housing.

In consultation with the Commissioner of Public Works, I remain satisfied that the municipal services, both hard and soft, required to support the density of residential development permitted by the Part II Plan can be made available to support the Railway Lands development. I am also satisfied that the levels of housing development approved by Council are reasonable and that, combined with the conversion of non-residential to residential, will result in an appropriate built form within the parameters established by the Part II Plan and Zoning By-law.

7.3 Transportation Implications

A number of submissions to your Committee expressed concern about the impacts on the transportation system that might result from the levels of development permitted by the Part II Plan and Zoning By-law. In order to ensure that adequate transportation facilities are available to service the development, City Council at its meeting of August 16 and 17, 1985 adopted the following motion:

- "(a) to freeze 3,000,000 square feet of non-residential density, 83 percent of which may be used for offices; government offices and business offices on the following basis:

1,553,000 square feet on lands east of John Street, exclusive of Canada Post;

1,149,00 square feet of lands west of John Street, exclusive of the Stadium Precint "A", and any lands

Land Use Committee

September 17, 1985

to be conveyed to the City of Toronto or Cityhome;
and

298,000 square feet on Canada Post lands.

- (b) to release the above-mentioned non-residential density, on condition that the City has undertaken a major transportation review and the applicant can demonstrate adequate transportation capacity."

The effect of Council's motion is to require, in addition to the transportation components to be provided in conjunction with a Precinct Plan, an additional transportation review for the last 3,000,000 square feet of development.

In addition, in my Final Report dated July 8, 1985, I recommended that the Railway Lands be subject to the Quinquennial Review requirements of the Part I Plan. The Quinquennial Review process involves an examination of the levels of office development in the Central Area in relation to the capacity of the transportation system to serve such development.

On August 16 and 17, 1985 City Council, in order to ensure that no new expressways will be required to support the levels of development proposed for the Railway Lands, requested the landowners to submit letters undertaking not to request or support requests from others for such facilities. Council also amended the Part II Plan by adding a statement respecting the provision of transportation facilities by indicating that Council will not support the construction of expressways to serve the Central Area.

Consequently, the Part II Plan, as adopted by Council, provides a number of safeguards in respect of transportation implications of the Railway Lands development. Further, both City and Metro planning staff have identified a number of long-term regional road and transit options to accommodate the expected future growth of the Central Area, including the Railway Lands, and none of these road options include proposals for new expressways.

7.4 Site Planning Details

A number of submissions to your Committee commented on detailed aspects of the design of future developments within the Railway Lands. In particular, the Board of Education raised comments about pedestrian access between the Railway Lands and the Bathurst Quay sub-area of Harbourfront. The detailed design of the various precincts within the Railway Lands is to be the subject of a precinct plan and concept plan submitted for consideration by City Council prior to the removal of the Holding By-Law symbol.

Land Use Committee

September 17, 1985

The matter of individual building design within the Railway Lands will be considered in conjunction with an application submitted for approval of plans and drawings pursuant to Section 40 of the Planning Act. The Concept Plan which is required to be submitted prior to removal of the Holding Symbol will set the context within which individual applications for Development Review will be evaluated.

8. Working Group for Bathurst-Spadina Neighbourhood

Motion No. 21(D) requested that I report in consultation with the Commissioner of Housing on the following:

"That Council establish a Working Group to immediately begin work on achieving Council's housing goals in the Bathurst-Spadina Neighbourhood; that the composition of the Working Group include housing developers, area neighbourhood associations and local patrons; and that appropriate resources be made available to assist the Working Group in its task."

The Commissioner of Housing and myself are both supportive of the establishment of a Working Group to assist in the development of the Bathurst-Spadina Neighbourhood. However, we both feel that to establish a Working Group without the benefit of knowing exactly when the lands will be available for development and what housing programmes may be available at the time, may be premature.

I would recommend that the Working Group referred to in the above motion not be formally established until such time as the Commissioner of Housing reports to City Council on the acquisition of lands in the Bathurst-Spadina Neighbourhood. In any event, I would recommend that such Working Group be established by Council Council at least six months prior to the submission of a precinct plan containing lands to be conveyed to the City for housing purposes. Prior to the establishment of the Working Group, I should be requested to report in consultation with the relevant Civic Officials on the following relevant matters:

- (a) Terms of Reference;
- (b) composition of group; and
- (c) necessary support services.

9. Comments of Medical Officer of Health

Motion 21(E) requested that I report in consultation with the Medical Officer of Health on the following:

Land Use Committee

September 17, 1985

"That the Recommendations, 1 through 7, contained in the report (March 11, 1985) from the Medical Officer of Health be adopted, and that the reports and modifications requested therein be brought forward at the time of consideration of objections to the By-laws for the Railway Lands."

The March 11, 1985, report from the Medical Officer of Health contained in Appendix 3 to my Final Report dated July 8, 1985 and my comments therein contained in Section 4.8 of the report were based on the March, 1985, Proposals report. I have now received a subsequent report from the Medical Officer of Health dated September 11, 1985 respecting the Part II Plan provisions adopted by City Council on August 16 and 17, 1985.

The Medical Officer of Health has advised me that he is generally satisfied with the procedures contained in the Part II Plan except for the matter of public consultation regarding the removal of the Holding Symbol. Section 2 of this report describes a recommended procedure for public consultation to remove the Holding Symbol from a precinct. It is my understanding that the recommended procedure, being similar to the current procedure for dealing with rezoning applications, satisfies the concern of the Medical Officer of Health.

10. Rezoning Stadium Site to "G"

Motion No. 23 of Council at its meeting held on August 16 and 17, 1985 requested me to report on the rezoning of the Stadium site to "G" in the event that the stadium is not built. As I understand the intent of this motion, it was to create an incentive for CN to honour its commitment to provide land for the Dome Stadium, I will report further to the Land Use Committee on revisions to the Part II Plan and Zoning By-law in due course.

11. Recommendations

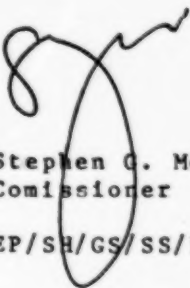
1. That Council adopt the procedure for public participation for the removal of the Holding Symbol described in Section 2 of this report.
2. That Council adopt the procedure for establishment of a Working Group for the Bathurst-Spadina Neighbourhood described in Section 8 of this report.
3. That City Council approve the establishment of a task force on the barrier effects of the Gardiner/Lakeshore corridor, as outlined in Section 6.4 of this report; appoint a member of Council as Chairman of the task force; authorize a budget of \$15,000 to support the task force in its work, and request the

Land Use Committee

September 17, 1985

Commissioner of Planning and Development to report back to Council in July, 1986, on the progress of the task force and the details of its future work program and estimated budget requirements.

4. That Council consider the comments contained in this report in its consideration of the report from the City Solicitor on the objections to By-law No. 612-85.



Stephen G. McLaughlin
Commissioner

EP/SH/GS/SS/NED:tc/jc

APPENDIX 1

Actions of City Council at its Meeting of August 16 and 17, 1985.

Following consideration of Clause No. 1 of Report No. 19 of the Land Use Committee, Council took the following actions.

Council took the following action:

1. Instructed that the Railway Lands Part II Official Plan and Zoning By-law be amended by adding a Section 11.18 to give effect to the following:

- a) to freeze 3,000,000 square feet of non-residential density, 83% of which may be used for offices, government offices and business offices on the following basis:

1,553,000 square feet on lands east of John Street, exclusive of Canada Post;

1,149,000 square feet of lands west of John Street, exclusive of the Stadium Precinct "A", and any lands to be conveyed to the City of Toronto or Cityhome; and

298,000 square feet on Canada Post lands.

- b) to release the above-mentioned non-residential density, on condition that the City has undertaken a major transportation review and the applicant can demonstrate adequate transportation capacity.

2. Added a new Section in the Part II Official Plan as follows:

"Based upon current rates of development Council anticipates that the frozen density mentioned above will not be considered for development until approximately the year 2000."

3. Instructed that a total of 350,000 square feet of non-residential density on Blocks B and D of the Spadina Sub-centre High Density Mixed Commercial-Residential Area and a total of 350,000 square feet of the non-residential density on Block C of the South Downtown High Density Mixed Commercial-Residential Area be converted to housing. The total conversion from non-residential to housing shall be 700,000 square feet or approximately 700 housing units.
4. Adopted Section 10.6 of the Part II Plan contained in Appendix 1 of the Final Report (July 8, 1985) from the Commissioner of Planning and Development, respecting the Bathurst-Spadina

Land Use Committee

September 17, 1985

neighbourhood street retail component and amended the zoning by-law accordingly.

5. For the purposes of clarity, added a Section 10.8.7 to the Part II Official Plan to the effect that the lands controlled or to be controlled by Marathon Realty, as shown on added Map F, shall result in 5,950,681 square feet of non-residential density of which no more than 4,774,000 square feet may be used for purposes of offices, government offices and business offices, as shown on added Map F.
6. Adopted the report (August 14, 1985) from the Commissioner of Planning and Development.
7. Adopted the draft by-law contained in Appendix 1 of the report (July 8, 1985) from the Commissioner of Planning and Development, as amended by Appendix 2 in the Supplementary Report (July 31, 1985) from the Commissioner of Planning and Development, and as further amended above, and granted authority for the introduction of the necessary bills in Council to give effect thereto.
8. Adopted the draft by-laws contained in Appendix 2 of the report (July 8, 1985) from the Commissioner of Planning and Development, as further amended by Appendix 3 as set out in the report (July 31, 1985) from the Commissioner of Planning and Development entitled "Railway Lands Part II - Report on Motions adopted by City Council on June 17 and 21, 1985", from the Commissioner of Planning and Development and as further amended above, and granted authority for the introduction of the necessary bills in Council to give effect thereto.
9. Adopted the Memorandum of Conditions contained in the report (July 31, 1985) from the Commissioner of Planning and Development, as a framework to be used in conjunction with the Part II Official Plan and Zoning By-law for preparing all future precinct plans, precinct and other agreements relating to the Railway Lands and also adopted Recommendation Number 2 set out therein.
10. Instructed that there be no further notice of public meeting of the aforesaid Official Plan and Zoning By-law, as amended.
11. Adopted the report (July 4, 1985) from the Commissioner of Planning and Development entitled "Railway Lands Development and Future Modal Split".
12. Added a new Section 5.7 to the Part II Official Plan as follows:

"Council shall seek to encourage that appropriate sites be reserved for the establishment of places of religious worship within the Railway Lands, and that such sites be offered to the religious community on the same basis as schools and community services and facilities."

13. Added a new Section 8.2.11 to the Part II Official Plan as follows:

"For greater assurance it is the policy of Council that, notwithstanding Section 7.7 of Part I of the Official Plan to construct expressways to serve commercial and industrial development in the City, there be no construction of the Spadina Expressway, the 400 Extension or any other expressways to serve development in the Central Area".

14. Amended Appendix C, Map 1 (relating to height limits) of Draft Zoning By-law 2, appended to the Final Report (July 8, 1985) from the Commissioner of Planning and Development, in accordance with and as depicted on the Map entitled "Appendix C, Map 1 - Revised August 14, 1985", filed by Alderman Gee, Chairman of the Land Use Committee.

15. Instructed that the Part II Official Plan for the Railways Lands not be forwarded to the Minister of Housing until

1. City Council has received a communication from each of the Railway Companies undertaking not to request or support requests from others for

- the extension of Black Creek Drive to the south
- the extension of the William R. Allen Road to the south
- the Scarborough Extension
- the Leslie Street Extension

2. Sections 11.18.1 through 11.18.4 have been submitted to all landowners, including Canada Post and the Corporation of the Municipality Metropolitan Toronto, and potential owners known to the City, such as Cityhome and the Ontario Stadium Corporation.

16. Requested the Commissioner of City Property to report to the next meeting of the Executive Committee in Conference, on the possibility of the City exchanging lands of comparable size and value within the City of Toronto for the Frobisher land.

17. Requested the Commissioner of Planning and Development, in consultation with the City Solicitor

Land Use Committee

September 17, 1985

- i) to report to the Land Use Committee on September 11, 1985, on the form of an agreement with respect to the Belt Line lands so as to reflect the conditions set out in the letter (August 15, 1985) from CN to Alderman Gee, Chairman of the Land Use Committee, and further requested the Commissioner of Planning and Development to confirm that the Belt Line lands at the rear of Dominion Coal and Wood will form part of the continuous linear park; and
 - ii) to report to the Land Use Committee, when the objections to the Official Plan and Zoning By-laws are reported to that Committee, on a detailed process of public participation in the hearings to be held where the removal of an "H" provision is sought.
18. Requested the Commissioner of Planning and Development, in consultation with the Commissioner of Housing
 - i) to report on mechanisms which would ensure that the provision of family-oriented housing will be maximized within the westerly portion of the Railway Lands; and
 - ii) to report to the Land Use Committee, when the objections to the Official Plan and Zoning By-laws are reported to that Committee, on the realignment of the proposed Simcoe Street extension so as to avoid a jog with the existing Simcoe Street in Harbourfront at Queen's Quay.
19. Endorsed, in principle, the following recommendation 3 of the Supportive Housing Coalition of Metropolitan Toronto and requested the Commissioner of Planning and Development, in consultation with the Medical Officer of Health, to report on the implementation of such recommendation, when reporting on the objections to the Official Plan and Zoning By-law:
 - "3. That the appropriate officials be requested to report on means of including targets for housing for special needs groups in the overall housing goals for the railway lands."

(Submission of the Supportive Housing Coalition is on file with the Secretary of the Land Use Committee)
20. Requested the Commissioner of Planning and Development to report to the Land Use Committee, when the objections to the Official Plan and Zoning By-laws are reported to that Committee
 - i) on the status of the outstanding reports listed in the communication (August 8, 1985) from Mr. Allan Herbert.

Land Use Committee

September 17, 1985

(Communication on file with the Secretary of the Land Use
-- Committee)

- ii) on all matters raised in communications and deputations which have not been addressed in previous reports, including but not limited to the matters raised by the Toronto Board of Education; and that this report include recommendations for modification to the By-laws or Memorandum of Conditions as may be necessary.

21. Referred the following motions to the Commissioner of Planning and Development for report to the Land Use Committee when the objections to the Official Plan and Zoning By-laws are reported to that Committee:

A. By Alderman Layton

"That Council endorse, in principle, recommendations 4, 5, and 6 of the submission by the Supportive Housing Coalition of Metropolitan Toronto and that the Commissioner of Planning and Development, in consultation with the Medical Officer of Health, be requested to report, at the time of consideration of objections to the By-laws for the Railway Lands, on the implementation of these recommendations.

Recommendations contained in the foregoing submission:

1. That the housing targets in the Railway Lands be increased, and that a corresponding increase in the number of assisted housing units be required.
2. That the appropriate officials be requested to report on means of requiring developers to contribute to the development of affordable housing above and beyond the conveyance of lands to the City.
3. That the appropriate officials be requested to report on means of including targets for housing for special needs groups in the overall housing goals for the railway lands.
4. That the required distance between residential care facilities in the Railway Lands be reduced to one hundred metres.
5. That the residential care facilities be permitted in semi-detached and multiple unit buildings in the Railway Lands.

Land Use Committee

September 17, 1985

6. That a statement be included in the official plan committing the City to the development within the Railway Lands of housing for a broad range of people with special needs."

B. By Alderman Layton

"With regard to the communication (June 6, 1985) from the Metropolitan Commissioner of Planning, Council hereby adopts the following:

- (a) Prior to implementation of any office-commercial development in the respective precincts that are oriented to either of these roads, as specified on page 13 of Appendix 3 of the Railway Lands Part II Final Report, satisfactory arrangements of these improvements must be made between Metro and the Development Companies.
- (b) Prior to forwarding the Part II Plan to the Minister of Housing for final approval, the two development companies should agree to make available to the Metropolitan Corporation, at nominal cost, such railway lands or easements that may be required for the following facilities:
 - the Harbourfront LRT Station and Loop at Union Station.
 - Such additional lands as may be required for the Harbourfront-Spadina LRT Line.

Note: Metro has also requested that the following facilities be added to the above list, but these have not been included in this motion:

- The Front Street extension, west of Bathurst Street to the Gardiner Expressway.
- The Relief Line between the Don River and Union Station."

C. By Alderman Layton

"That the Commissioner of Planning and Development, in consultation with the Commissioner of Housing, report at the time of consideration of objections to the By-laws for the Railway Lands

- (a) on a modification to the Memorandum of Conditions which would secure the housing sites requested by Cityhome instead of those currently recommended; and
- (b) on mechanisms which accomplish the objective of complete site preparation, by the railway companies, for housing sites in the Bathurst Spadina neighbourhood prior to construction of commercial development in the railway lands, as recommended by the Board of Cityhome."

D. By Alderman Martin

"That Council establish a Working Group to immediately begin work on achieving Council's housing goals in the Bathurst Spadina Neighbourhood; that the composition of the Working Group include housing developers, area neighbourhood associations and local patrons; and that appropriate resources be made available to assist the Working Group in its task."

(Note: Commissioner of Planning and Development to report, in consultation with the Commissioner of Housing)

E. By Alderman Layton

"That the Recommendations, 1 through 7, contained in the report (March 11, 1985) from the Medical Officer of Health be adopted, and that the reports and modifications requested therein be brought forward at the time of consideration of objections to the By-laws for the Railway Lands."

(Note: Commissioner of Planning and Development to report, in consultation with the Medical Officer of Health)

- 22. Endorsed the principle of a Railway Company contribution to the establishment of a railway museum at the location of the CP roundhouse, and requested the Commissioner of Planning and Development to report, when the objections to the Official Plan Zoning By-laws are reported to the Land Use Committee, on amendments to the memorandum of conditions which would give effect to this principle.
- 23. In the event the Dome Stadium is not built, requested the Commissioner of Planning and Development to report on changing the zoning of the Stadium site to "G", and that a formal notice of Council's intent be forwarded to the affected property owners.

Appendix 2

ONTARIO REGULATION 403/83

under the Planning Act, 1983

NOTICE REQUIREMENTS - REMOVAL OF HOLDING SYMBOL FROM ZONING BY-LAW

1. (1) Notice under subsection 35(4) of the Act of an intention to pass an amending by-law to remove a holding symbol from a zoning by-law shall be given,
 - (a) by publication in a newspaper that is, in the clerk's opinion, of sufficiently general circulation in the area to which the proposed amending by-law would apply to give the public reasonable notice of the council's intention; or
 - (b) by personal service or prepaid first class mail, to every owner of land in the area to which the proposed amending by-law would apply, as shown on the last revised assessment roll of the municipality, at the address shown on the roll, but, where the clerk of the municipality has received written notice of a change of ownership of land, notice shall be given only to the new owner at the address set out in the written notice.
- (2) Notice under subsection 35(4) of the Act of an intention to pass an amending by-law to remove a holding symbol from a zoning by-law shall be given by personal service or prepaid first class mail to every person and agency that has given the clerk of the municipality a written notice for such notice in respect of the holding symbol.
- (3) A written request given under subsection (2) shall show the person's or agency's address. O. Reg. 403/83, s. 1.
2. A notice given under section 1 shall include:
 - (a) a description of the area to which the amending by-law should apply;
 - (b) an explanation of the effect of the removal of the holding symbol; and
 - (c) a statement of the earliest date on which the council proposes to meet to pass the amending by-law. O. Reg. 403/83, s. 2.

Land Use Committee

September 17, 1985

3. This Regulation comes into force on the date that section 35 of the Planning act, 1983, comes into force. O. Reg. 403/83, s.3.

Appendix 3

Supportive Housing Coalition of Metropolitan Toronto (August 14, 1985)

"The Supportive Hosuing Coalition of Metropolitan Toronto is funded and mandated by the Ontario Ministry of Health to develop a range of housing models for people who are recovering from mental health problems. At the present time, member organizations of the Supportive Housing Coalition provide accommodation for approximatley three hundred and fifty people.

Our interest in the Railway Lands is to ensure that the production of affordable housing becomes a top priority in the planning for this area. Further, we would urge that targets be established for the production of housing that would be defined as residential care facilities. We sense that solutions to housing problems are being glossed over in the rush to get a domed stadium under way.

Affordable Housing

Many people who are recovering from mental health problems live on very low incomes. Many others are unemployed or unable to work due to their debilitated circumstances and, therefore, rely on various forms of social assistance for a very marginal survival.

Recently, the Ministry of Housing announced that people who experience mental health disabilities would be eligible for rent-geared-to-income housing. However, the lengthy waiting lists for social housing, presently more than 12,000 people, render this policy change virtually meaningless. The wait for housing is so very long that many people will give up hope of ever being successful. The Railway Lands provide an opportunity for a major increase in the supply of assisted housing.

We would, therefore, urge that the total amount of housing and the total amount of assisted housing in the Railway Lands be increased over what is proposed. We would not support the achievement of this goal by increasing residential densities. Rather, we would suggest that the amount of land devoted to commercial uses be reduced and the amount of land devoted to residential uses be increased.

Funding

The availability of capital funds for the production of social housing is not certain in the years ahead. Indeed, these funds have been reduced in recent years. Although the Part II Plan would require the conveyance of lands to the City for housing purposes, the availability of funds for construction of social housing on these lands is most uncertain. We would, therefore, agree with Dr. A.S. Macpherson, Medical Officer of Health, that the City should find means of requiring developers to contribute towards affordable housing above and beyond simply conveying land to the City as a condition of a change in the Official Plan and the Zoning By-law.

Supportive Housing

The City of Toronto Zoning By-law permits residential care facilities in all residential areas subject to certain conditions. By including this provision in the Zoning By-law, Toronto City Council has recognized the necessity of establishing community housing for people with special requirements. This provision has been very helpful to the Supportive Housing Coalition and the people it serves.

However, the proposed zoning by-law for the Railway Lands will effectively exclude residential care facilities. This situation arises from the fact that the zoning by-law would require residential care facilities to be located in detached dwellings. Presently, no detached dwellings exist in the Railway Lands and none are likely to be built.

We would, therefore, urge the deletion of the section of the Railway Lands by-law that restricts residential care facilities to detached dwellings. There are already precedents for this course of action. A residential care facility has been established in a larger residential building in St. Lawrence. Also the City of Scarborough has recently adopted an amendment to its zoning by-law that allows group homes in attached, detached, or multiple unit buildings.

The supportive Housing Coalition is finalizing a design brief which sets out standards for residential care facilities developed for people recovering from mental health problems. We would be pleased to discuss our findings with city staff with a view towards assisting them draft appropriate amendments in this regard.

Given the fact that the residential areas of the railway lands will be developed at high and medium densities, we believe the requirement that residential care facilities be spaced at

Land Use Committee

September 17, 1985

least 245 metres from one another is unnecessarily restrictive. In our view, the distance of separation should be reduced to 100 metres. Our calculations indicate that a separation factor of 100 metres would permit one residential care facility in each block where residential development is to be permitted. This would allow about eighteen residential care facilities or a maximum of one hundred and eighty people to be accommodated.

When compared to the 5000 units of housing that may be built on the Railway Lands, eighteen residential care facilities will be insignificant. However, the Railway Lands will be conveniently located to public transit and other services and will, therefore, be an ideal location for people with low incomes to live. It is interesting to note that Dr. Reva Gerstein estimated that 1,800 people who experienced chronic psychiatric problems were in need of improved service in the community including housing.

Housing residential care facilities accommodating up to one hundred and eighty people would address ten percent of this need. It is worth the time and effort to plan now to make this possible.

Zoning by-laws are passive instruments for achieving City goals. The size and scope of the Railway Lands development provide an opportunity for the City of Toronto to take a more pro-active role in providing housing for special needs groups. We would suggest that policies be adopted which establish production targets for special needs housing within the framework of overall housing goals. There are precedents for this kind of City initiative. Cityhome already includes in its development, units that are designed for physically disabled persons including those who use wheelchairs. The City has also taken special steps to address the housing problems of people in the community who are recovering from mental health problems. The Mayor's Action Task Force on Discharged Psychiatric Patients was an important initiative in this regard. As a result of a Task Force recommendation, City Council has agreed to lease a house as a residential care facility at a nominal rent.

The Supportive Housing Coalition believes that the Railway Lands provide a unique opportunity for the City to be actively involved in finding housing solutions for those with special needs and we would recommend that the commitment be made clear and inserted into the official plan statements.

Conclusion

The Supportive Housing Coalition requests that the highest priority be given to ensuring that the development of the Railway Lands results in the production of a significant component of affordable housing. We would support the reduction of proposed commercial densities in order to increase the total amount of housing that is developed. We also request that the total number of assisted housing units be increased and that specific targets be established within the overall housing goals for the production of residential care facilities.

The Supportive Housing Coalition supports the suggestion of the Medical Officer of Health that means be found to require the developers to contribute to the establishment of assisted housing beyond the conveyance of land. The Supportive Housing Coalition is concerned that residential care facilities are effectively excluded from the Railway Lands zoning by-law. We would, therefore, request that those parts of the by-law that pertain to the distance separation and the type of dwelling that residential care facilities may locate in be amended accordingly.

Finally, we would urge that the City take a pro-active stance in ensuring that groups with special housing needs are accommodated and that the official plan statements be included that make the commitment clear.

Recommendations

1. That the housing targets in the Railway Lands be increased, and that a corresponding increase in the number of assisted housing units be required.
2. That the appropriate officials be requested to report on means of requiring developers to contribute to the development of affordable housing above and beyond the conveyance of lands to the City.
3. That the appropriate officials be requested to report on means of including targets for housing for special needs groups in the overall housing goals for the railway lands.
4. That the required distance between residential care facilities in the Railway Lands be reduced to one hundred metres.

Land Use Committee

September 17, 1985

5. That residential care facilities be permitted in semi-detached and multiple unit buildings in the Railway Lands.
6. That a statement be included in the official plan committing the city to the development within the Railway Lands of housing for a broad range of people with special needs.

Appendix 4

Letter from Department of Public Health dated September 11, 1985

"At their August 17 meeting, in their deliberations on the Railway Lands Part II Official Plan and Zoning By-law, City Council passed three motions that involved reports from the Commissioner of Planning, in consultation with the Medical Officer of Health (Motions 19, 21A and 21E). To assist you in completing these reports, I am writing to state my position on Council's motions, which concern two issues: recommendations of the Supportive Housing Coalition in their submission to Land Use Committee on August 14, 1985; and, my March 11, 1985 memo to you, commenting on the Railway Lands Draft Part II Plan, and the Environmental Overview Study.

Motion 19:

The Supportive Housing Coalition recommends that means of including housing targets for "special needs groups" (especially discharged psychiatric patients) in the "overall housing goals" for the Railway Lands be proposed.

My position on housing for discharged psychiatric patients, embodied in Dr. Gerstein's report (March 1984), is that provision of affordable housing, in conjunction with appropriate aftercare services is the key to reintegrating discharged patients into the community. Therefore, I support the goal of including residential care facilities (housing for special needs groups) in housing targets for the Railway Lands. I would almost certainly endorse any mechanism that would achieve this goal.

Motion 21A:

The Coalition, in its recommendations 4 and 5 is suggesting changes to the City's Zoning By-law (or at least, variances in the case of the Railway Lands) to permit inclusion of residential care facilities in the Railway Lands in non-detached and multiple unit buildings, and at separation distances of 100 m rather than 245 m.

These suggestions, it seems to me, constitute one approach to achieving the goal of including residential care facilities in the Railway Lands, and to this extent, I support the Coalition's recommendations. I recognize, however, that the ramifications of changes to the Zoning By-law may be complex and far-reaching, as your work on the Interdepartmental Departmental Task Force on Affordable Housing has demonstrated.

Land Use Committee

September 17, 1985

Presumably there are alternative approaches (as the St. Lawrence precedent would seem to indicate) for achieving the objective of permitting residential care facilities in the Railway Lands. Thus, while I would support the Coalition's recommendations if you deemed them workable, I shall remain open to any alternatives which you might propose.

Motion 21E:

Alderman Layton wishes a reconsideration of my March 11, 1985 memo to you. I believe that most of the issues I raised then have been dealt with adequately. I make this statement with only one reservation; that the process established by the Part II Official Plan and Zoning By-law may not ensure that the concerns raised in my recommendations 1 and 7 of the March 11 memo are addressed.

With particular reference to the Stadium Precinct, I am concerned that the haste with which the process is proceeding may restrict significantly opportunity for the public scrutiny of CN's Precinct "A" Environmental Report (ER). I believe that the planning process can accommodate such scrutiny. Therefore, I urge you to make the ER publicly available well in advance of the Land Use Committee Meeting where it will be discussed.

I believe that the Railway Lands planning process is designed in such a way that it can handle also my recommendation 7 regarding particulate pollution in the Railway Lands (assuming that consultants' reports commissioned by the developers serve the same purpose as studies commissioned by yourself). Again, however, I am apprehensive that this issue may "fall between the cracks" between now and October 9. A preliminary look by my staff at the subsection of the (unrevised) ER dealing with air quality in the Stadium Precinct indicates that ambient particulate pollution has been overlooked completely by the consultants. This is an area where information needs to be available before an Environmental Agreement is finalized. Therefore, I hope that additional information on particulate pollution will be forthcoming in the revised version of the ER.

I hope that you will find these comments useful in preparing your reports to the Committee. If you wish clarification on any of the foregoing, Dr. Joan Campbell will be pleased to assist you"

Land Use Committee

September 17, 1985

Appendix 5

Letter from Alan Herbert to Land Use Committee dated August 8, 1985

"Mr. Chairman, members of the Land Use Committee, members of City Council. My name is Alan Herbert, a resident of the heart of downtown. I would like to share with you my grievous disappointment with the Railway Lands Part II: Final Report.

With only two important exceptions the entire review process to date appears to have been an exercise in futility. For sure there are several cosmetic changes such as the recommendation to retain additional structures in the CP roundhouse vicinity, or to move the community park two blocks east, but on nearly all of the substantive issues the public and professional input has been ignored. The exceptions, for which your planning department is to be congratulated are: a) The inclusion of the entire Railway Lands in the quinquennial reviews and b) the provision for public meetings prior to removal of the "H" designation on precinct zoning.

I would like to deal with the rest of the report in 4 sections:

- 1) The relationship to the Part I plan;
- 2) the need for transportation improvements; 3) unanswered deputations and submissions; and
- 4) outstanding issues and reports.

Firsly, many proverbs come to mind when I consider the relationship of the proposed Part II plan to the approved Part I plan: "laws are made to be broken" might be one, or how about "one law for the rich and one for the poor". I am referring of course to the massive increase in office density over Part I allocations that has been proposed in order to "permit a resolution of the issue of density" (top p.7) or the additional 1/4 million square feet added since April "required for the resolution of . . . Canada Post's contribution" (centre p.6). It seems that even a well developed and popular plan can be sold to the highest bidder. It is a question worth asking whether such a massive change would ever be made in favour of those in desperate need of housing. Of course not! They are the poor of our City and do not have economic clout. Will this council have the guts to stand by its previous decisions that were made after much discussion and which represented the best public interest? Or will you bow to those who already have the economic power in our city?

Land Use Committee

September 17, 1985

Secondly, it seems that no one is willing to be held responsible for placing the last straw on the transportation camel's back. The report emphasises ad nauseam that "it is not appropriate to place the entire responsibility for the regional road and transit requirements. . . on the Railway Lands". (centre p.8) This is somewhat similar to the approach which might be taken by a company pouring toxic wastes into Lake Ontario - don't blame them for the closed beaches, the water is already polluted! We can all see the fallacy in that line of reasoning, why is it any more ethical to avoid taking responsibility for major new transportation requirements? Lets come clean on what is precisely going to be required to support the tens of thousands of new commuters generated by the Railway Lands.

Thirdly, I find it totally unacceptable that specific issues raised by the public deputations and other professional bodies have been brushed aside. For example Harbourfront Corporation asked for the Simcoe Street extension to be straightened. The reply (p. 12) merely re-iterates the original proposal and does not explain why such a straightening cannot occur. At the last hearings deputants requested the reasons for not locating the bus terminal behind Union Station which were not given in the Proposals report. The reply once again bypasses the question "... no further comments to make" (centre p. 13). Similarly concern was expressed that development would proceed in an east-west direction resulting in a lengthy delay before Bathurst-Spadina was developed. The response that this "... is unlikely . since the most imminent development is the stadium precinct" (centre p. 13) is an insult to one's intelligence. What is to stop all other precincts developing east to west? On the major area of concern, that of levels of residential development the report has "no further comments to make on this issue" (centre p. 7). Is this not clear evidence that the deputations are being trivialised? On the same issue even the Medical Officer of Health is ignored. After dealing with his concerns regarding environmental reviews (p. 20) the section does not discuss his housing concerns but directs our attention to section 4.9. The concern on affordable housing is totally ignored, section 4.9 responds to the conveyance of land to the city but refers back to section 4.8 on the issues of timing and the amount of housing. It is clear that the question of housing is being avoided even at the cost of what appears to be a vote of no confidence in the Medical Officer of Health. I urge you to read again Mr. Macpherson's submission concerning housing (p. 29-30, appendix 3). When there are 10,000 people in Toronto without a permanent roof over their heads we should be spending \$60 million to provide affordable housing not domed stadiums!

Fourthly, there are at least a dozen items of major significance to the feasibility of this plan still to be reported on. It seems

Land Use Committee

September 17, 1985

that in the rush to get the plan approved before the municipal elections City Council is asking the planning department to do less than a fully professional job. In other circumstances, such as aircraft design, a less than fully professional job would be seen as criminally irresponsible. As a professional trainer I regard it as an insult to be required to do a poor job by my management. It is grossly unfair of Council to demand such poor work from its professional staff. Six outstanding items concern the transportation issues:

(1) current cordon counts (p.4), (2) a commitment from CN/CP that they will not support additional expressways (p. 4), (3) transport implications of the domed stadium (p. 6/8), (4) the creation of a task force concerning the Gardiner Expressway (p. 12), (5) regional transportation requirements (p. 17), and (6) employment projections (p. 9). On this last point amidst much contradictory evidence the report clearly states "transportation improvements are critically dependent upon the assumed levels of employment growth" (bottom p. 9). If so then it makes a great deal of sense to delay approval of this plan until the second quinquennial review is available in early 1986.

Even such mundane issues as the width of the rail corridor (p. 15) or the timing of the high-line relocation (p. 17) remain to be reported on. Given the current high-line location the timing of such a move will have a dramatic effect on the phasing of the development. More astoundingly monetary issues such as Metro road financing (p. 18) and itemised estimates of infra-structure costs (p. 4) are still outstanding. Thus we still do not know the true cost benefit picture of this plan from the City perspective.

Finally major items around housing are still to be reported on: public housing allocations (p. 7) overall levels of housing (p. 21) and the design of the Bathurst-Spadina Neighbourhood (p. 23). Maybe there is still hope that these outstanding reports when published will finally reflect the concerns of the hundreds of citizens who have made submissions to this committee.

To summarize, the report before you is openly contemptuous of the public and professional submissions made to date. There are serious ethical questions raised by the major components of the plan regarding residential versus commercial development. There are many major areas still to be reported on which will have a significant impact on not only the feasibility but the political acceptability of this plan. I urge you to not act in haste but to carefully consider all the submissions before you and change this plan so that it reflects the needs of the people of Toronto not just those of large corporations."